



JIM DOYLE
GOVERNOR
STATE OF WISCONSIN

June 16, 2004

The President
The White House
Washington, D.C.

THROUGH

Mr. Edward Buikema
Regional Director
Federal Emergency Management Agency, Region V
536 South Clark Street, 6th Floor
Chicago, IL 60605-1521

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206 (Stafford Act), and implemented by CFR § 206.36, I request that you declare a major disaster for the State of Wisconsin as a result of severe storms accompanied by heavy rains, flooding and high winds beginning May 19 and continuing. This request for assistance is made on behalf of Columbia, Clark, Crawford, Dodge, Fond du Lac, Grant, Green Lake, Jefferson, Kenosha, Ozaukee, Vernon and Winnebago counties. I reserve the right to add other counties to this request as further compelling information is received from the affected areas.

Rainfall during early May left soils saturated and rivers and streams near bank full. This set the stage for the overland and riverine flooding that occurred in the latter half of the month when a second period of record precipitation occurred. At some official observation sites in southern Wisconsin, new all-time May precipitation records were set and in some cases, new all-time monthly records were set for any month of the year, according to the National Weather Service. The cause of the storms and record precipitation is an unusually stagnant weather pattern that persisted over the southern half of Wisconsin during most of May and now into June. Repeated rounds of thunderstorms with heavy rains have caused record or near record flooding along the Fox, Rock, Crawfish, Kickapoo and Fond du Lac Rivers, among many others.

In response to this disaster and in accordance with State and Federal Laws, I directed execution of the State Emergency Operations Plan throughout the incident period. I issued a State of Emergency Proclamation on June 7, 2004 and amended it on June

15, 2004 to include all counties that are part of this request for assistance. The Emergency Proclamation directed all agencies of the State of Wisconsin to assist the affected areas in their flood-fighting and response operations.

On June 7, 2004 I requested a joint federal, state and local survey of the damaged areas. The Preliminary Damage Assessment (PDA) began on June 9 with Wisconsin Emergency Management personnel participating in this effort, along with personnel from other state agencies, county emergency management directors and local personnel.

The collective impacts of the flooding and severe weather are tremendous. First, the prolonged and ongoing flood fighting efforts are taking their toll, not only financially, but also emotionally on the affected communities and individuals. They are spending hundreds of thousands of dollars on emergency protective measures aimed at protecting life and property. Those measures include evacuations, sandbagging, pumping, constructing emergency dikes and levees, rerouting traffic and closing roads. Local officials are working diligently to maintain essential services and are taking extraordinary measures to keep municipal water supplies safe and wastewater treatment facilities operational.

The State is assisting county and local governments in these efforts when local capabilities are exhausted. Wisconsin Emergency Management personnel are working side by side with them, and personnel from the Departments of Natural Resources, Transportation (Division of Highways and State Patrol), Health and Family Services, and Corrections are all integrally involved with the local officials.

In many cases, the floodwaters have yet to crest, keeping residents and officials from fully assessing the damages and the enormity of the losses. In terms of public infrastructure, the damage surveys are already indicating more than \$9 million in damage. This includes roads, streets, and bridges that have sustained varying degrees of damage. As mentioned, in many areas it is still impossible to fully assess losses to roads, as many remain closed and underwater. It is safe to assume that after having been inundated for several days, the damage will be significant. Another major concern is the many dams that have been overtopped, severely damaged or destroyed. The full extent of damage to them will not be known until waters recede and permanent repairs can begin.

Local officials are also in the process of determining how the prolonged flooding has impacted wastewater treatment facilities that were repeatedly taxed to the maximum. Several treatment plants were forced to discharge into adjacent bodies of water when the systems were over capacity. Significant debris clearance costs have also been incurred and those costs will continue to rise as the floodwaters recede. Many municipal, county, and state parks, forests, and recreational areas have also been damaged. This will have a detrimental affect on their economies as many of them depend upon the tourism industry.

Damage to private residences and businesses is also tremendous. The Preliminary Damage Assessment (PDA) reports indicate that more than 5,000 primary residences have been damaged to varying degrees. Some have had water in them for days and the extent of the damage still cannot be determined. Many have cracked or bulging

basement walls and foundations. It is anticipated that this number will increase by hundreds because the soil is so saturated and the hydrostatic pressure on the walls will be too great. Some residents were able to move their belongings to higher ground, but furnaces, water heaters, washers and dryers have been inundated and will need repair or replacement. The PDA indicates that about 62% of those affected are low to moderate income and that almost all of those sustaining damage are uninsured.

More than 50 businesses have been affected. These businesses will not only have to cope with the physical damage to their properties, but will also have to shoulder the economic loss. Even those businesses that did not sustain physical damage have suffered economic loss, with the closure or restricted use of recreation areas.

The agricultural sector has also sustained considerable damage, and this is very significant in that most of the affected counties have economies dependent on agriculture. Many early plantings of crops were washed out by the torrential rains. While some farmers have been able to replant, it is still too wet for others to get into the fields. So far, the Wisconsin Farm Services Office has requested an Administrator's Designation for physical loss loans for 26 Wisconsin counties. As further assessments are completed, additional requests will in all likelihood be made. The true test of losses will come in the fall when producers will be able to determine to what extent their yields have decreased.

I have determined that this incident is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments, and supplementary Federal assistance is necessary. Thus, I am specifically requesting that you make Public Assistance available in Categories A, B, C, D, E, F, and G in Clark, Columbia, Crawford, Dodge, Fond du Lac, Grant, Green Lake, Kenosha, Ozaukee, Vernon and Winnebago counties.

I am requesting that the Individual and Households Program (IHP) be made available in Columbia, Dodge, Fond du Lac, Jefferson, Kenosha, Ozaukee and Winnebago counties. I also request that you make the following other Individual Assistance Programs available in those counties: the Small Business Administration Disaster Loan Program, the Immediate Services and regular Crisis Counseling Programs, the Disaster Unemployment Assistance Program, appropriate programs offered by the U.S. Department of Agriculture and tax counseling from the Internal Revenue Service.

I further intend to implement the Hazard Mitigation Grant Program on a statewide basis. We looked for mitigation opportunities during the PDA and are aware that a number of them do exist. Certainly, we will do everything possible, in conjunction with local officials, to ensure that future such occurrences are minimized.

Preliminary estimates of the types and amount of assistance needed under the Stafford Act are tabulated in Enclosures A and B. Estimated requirements for assistance from certain Federal agencies under other statutory authorities are tabulated in Enclosure C. Enclosure E is a statement that further describes the impacts this disaster will have on our communities and citizens.

The following information is furnished on the nature and amount of State and local resources that have been or will be used to alleviate the conditions of this disaster.

1. Upon notification of the flooding and severe weather, Wisconsin Emergency Management (WEM) began monitoring the situation closely. Contact was established and is being maintained with the respective county emergency management directors through the WEM Regional Directors who are being dispatched to the most severely impacted areas to support county/local efforts. WEM is acting on requests for assistance, obtaining needed personnel and equipment, and coordinating the compilation of damage assessment information from local assessment teams. They also activated the State Emergency Operations Center on June 11 in response to critical situations in several east central counties. WEM management toured some of the affected areas and I was moved by their accounts of extraordinary response efforts and extensive damage.
2. Local governments are responding to the immediate needs of those impacted and coordinating the flood fight. County and local law enforcement, emergency medical and fire personnel continue to respond to emergency calls throughout the crisis period. Public works and highway crews are working to maintain essential services.
3. The State Patrol is assisting local law enforcement in closing roads, rerouting traffic and securing the affected areas. The Division of Highways is keeping the public informed on road closures and alternate traffic routes.
4. The Department of Transportation Division of Highways also is working with county highway commissioners to assess damage to state, county and township roads and is dispatching engineers to the various sites to test the safety of bridges.
5. The Department of Natural Resources continues to monitor the status of numerous dams that are stressed as a result of the heavy rains and is providing technical assistance in that regard to local officials. They are assessing the impacts of the flooding on state parks, trails and forests. Department personnel are also monitoring the operation of local wastewater treatment facilities.
6. Public health officials are issuing health advisories dealing with flood-contaminated or spoiled foods and cleaning and repairing flood-damaged property. They are also working with the Department of Natural Resources to ensure the safety of water from public and private wells.
7. County and local highway and public works crews are working to keep roads and arteries clear so that emergency vehicles and power crews can gain access to the affected areas. Mutual aid is being called upon from surrounding townships and counties to assist those impacted.
8. The county emergency management directors are working with local officials to respond to the immediate needs of disaster victims. They continue to compile countywide damage assessment reports for submission to Wisconsin Emergency Management.
9. The county human services agencies, in coordination with the local Red Cross, Salvation Army and other voluntary organizations are opening shelters for those

displaced from their homes and are doing emergency feeding operations as required.

10. Crews from local utilities are working diligently to maintain and/or restore gas/electrical and telephone service.
11. County and/or Town Board Chairs have declared local states of emergencies and asked that I request federal disaster assistance on their behalf.

In support of my request, I certify that for this major disaster, the State and local governments will assume the applicable non-federal share of costs required by the Stafford Act. Total expenditures are expected to exceed \$2,755,322, in accordance with the table in Enclosure D.

I have designated Edward J. Gleason as the Governor's Authorized Representative and Diane Kleiboer will function as the State Coordinating Officer for this request. They will coordinate with the Federal Emergency Management Agency in damage assessments and may provide further information or justification on my behalf. They can be contacted at 608-242-3232.

In closing, I want to reaffirm the urgency of this request and emphasize the need to assist the victims and municipalities as quickly as possible so that life can return to normal. I, therefore, respectfully request that you review this documentation and act quickly to declare a major disaster.

Sincerely,



JIM DOYLE
Governor

ENCLOSURE A TO MAJOR DISASTER REQUEST

Estimated Requirements for Individual Assistance under the Stafford Act

County	Assistance to Individuals and Households					Other Programs
Statewide	Temporary Housing <i>(Indicate No.)</i>	Repairs	Replacement	Permanent Housing Construction	Other Needs Assistance	(Disaster Unemployment Assistance, Legal Services, and Crisis Counseling)
TOTALS	298	1300	2		781	TBD

ENCLOSURE B TO MAJOR DISASTER REQUEST
Estimated Requirements for Public Assistance Stafford Act

Applicant	A	B	C	D	E	F	G	TOTAL
Columbia Co	17,500	29,000	48,000	1,787,000	38,000	13,000	6,000	\$ 1,938,500
Fond du Lac Co	-	43,000	73,000	5,000	15,000	135,000	-	\$ 271,000
Crawford Co	53,628	49,614	911,822	2,000	-	57,000	10,000	\$ 1,084,064
Grant Co	146,125	16,438	597,846	-	11,000	-	11,000	\$ 782,409
Kenosha Co	102,645	123,195	259,000	71,500	82,400	202,175	215,100	\$ 1,056,015
Ozaukee Co	156,000	70,200	57,000	5,000	7,500	152,000	165,000	\$ 612,700
Vernon Co	32,997	1,500	623,053	-	-	25,800	58,000	\$ 741,350
Clark Co	-	-	142,000	-	-	-	-	\$ 142,000
Dodge Co	57,972	463,860	108,183	-	19,316	63,864	15,000	\$ 728,195
Green Lake, Co	20,000	244,000	20,000	-	110,000	-	322,000	\$ 716,000
Winnebago Co	184,200	18,455	305,000	100,000	-	100,000	169,000	\$ 876,655
State Agencies	-	-	-	-	-	-	-	\$ TBD
DOT (Vernon CO)	103,000.00							\$ 103,000
Total	\$ 874,067	\$ 1,059,262	\$ 3,144,904	\$ 1,970,500	\$ 283,216	\$ 748,839	\$ 971,100	\$ 9,051,888

ENCLOSURE C TO MAJOR DISASTER REQUEST

Estimated Requirements for Other Federal Agency Programs

Statewide	SBA Home Loans	SBA Business Loans	FSA Loans	NRC S	FHWA	USAC E	OTHER
	4164	51	**				
Totals	4164	51					

** FSA has already asked for an Administrator's designation for 26 Wisconsin counties to make low interest loans available. Assistance probably will be requested for additional counties as further assessments are done.

ENCLOSURE D TO MAJOR DISASTER REQUEST

Governor's Certification

I certify that for this current disaster, State and local government expenditures and obligations will include the non-Federal share of costs required by the Stafford Act. As stated in my basic letter, and based on information available at this time, tabulation of these estimated expenditures and obligations are as follows:

CATEGORY OF ASSISTANCE	AMOUNT	
	STATE	LOCAL
Individual Assistance:		
“Other Assistance” under the Individuals and Households Program	\$492,350	
Other (specify)		
Total:	\$492,350	
Public Assistance:		
Category A - Debris Removal	\$109,258	\$109,258
Category B – Emergency Protective Measures	\$132,407	\$132,407
Category C – Roads and Bridges	\$393,113	\$393,113
Category D – Water Control Facilities	\$246,312	\$246,312
Category E – Buildings and Equipment	\$35,402	\$35,402
Category F – Utilities	\$93,604	\$93,604
Category G – Other (Parks, Recreational Facilities, etc.)	\$121,387	\$121,387
Total:	\$1,131,486	\$1,131,486
Grand Total:	\$1,623,836	\$1,131,486

ENCLOSURE E

IMPACT STATEMENT

The effects of the May-June inclement weather will be far-reaching and long lasting. A considerable burden has been placed on the impacted individuals and communities, who in typical Wisconsin style are helping themselves and each other recover from this event. The storm victims are not well to do, as evidenced by the Preliminary Damage Assessment that estimated 62% of them are low to moderate income. Because the majority of flood-related losses are uninsured, there is a very real need for help from the federal government.

Not only will these individuals have to shoulder the burden of their individual losses, they will also have to help with the losses suffered by their communities. For the most part, these communities operate on fiscally conservative budgets. The storms will wipe out any reserves held aside for storm events and, in most cases, where reserves are non-existent, will force them to divert general revenues or monies budgeted for other purposes to the storm clean-up. In still other instances, the communities will have to raise taxes to help shoulder the tremendous costs they incurred responding to the inclement weather.

Most of these communities have economies that are primarily or partially dependent on the agricultural and tourism industries. The agricultural sector, in particular, suffered losses from the flooding. It is still too early to discern the extent of crop losses, but potentially, both the heavy rains and flooding will cause reduced or poor quality yields. Some producers, already in debt to the limit, will not be able to take on additional debt and will be forced to go out of business.

Regarding tourism, one of the significant losses has been the parks and trails that have been damaged or destroyed. They are what attract people to this State. A number of them remain closed as they are still under water, being cleaned, or repaired. We cannot even begin to assign a price to these losses and know that we will have to absorb the bulk of them.

Since 1990, the State has received 17 Presidential Major Disaster and Emergency Declarations. Underscoring the significance of these disasters is the fact that the State of Wisconsin averages three to five severe weather disasters every storm season for which no federal disaster assistance is requested. These are incidents that would not qualify for a Presidential Disaster Declaration, but that still place a considerable burden on the impacted local and State governments. Altogether, these are real and extraordinary costs that the people and municipalities of this State have paid.

This was the case earlier this year in northeast Wisconsin, where the rapid snowmelt and heavy rains swelled streams and rivers causing nearly a million dollars in damage and requiring the activation of 30 National Guard soldiers for several days to assist local officials in Antigo, Wisconsin. These recovery costs were borne by the state and local governments.

It is now time for the federal government to help those individuals and governments by granting this request and sharing in the tremendous financial burden caused by this most recent series of severe storm events.